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DCI/IC 1547-74
25 October 1974

MEMORANDUM FOR: Lt. General Samuel V. Wilson
SUBJECT : Modus Operandi for FY 1975 KIQ/KEP

Introduction

This memorandum is in response to your request, following our meeting with the DCI last Wednesday, 23 October, on the KIQ/KEP, for a "strawman" detailing a set of organizational arrangements and roles and missions among the elements of the ICS and between the ICS and the NIOs.

You will recall the DCI's general guidance at that meeting with regard to a division of responsibilities between the ICS and the NIOs: the ICS should perform a Secretariat function, i.e., manage the process, assure uniformity and consistency, aggregate the results and handle the resource dimension; while the NIOs should concentrate on "substance".

With regard to the ICS, until now, PRD has played the role of interface with the NIOs, plus some substantive evaluation and participation in drafting the KIQs themselves. CPAD has been given virtually no role beyond helping in the early days of developing the KEP concept. Within MPRRD, we have attempted to monitor, orchestrate where possible, and do the aggregation work--with two men part-time. If we are to be successful with the KEP, particularly with a more general approach, we will, in my view, have to commit more time and attention to the process by all elements of the ICS.

With these thoughts in mind, I submit the "strawman" described below.

Background

The DCI provided broad guidance for the FY 1975 KIQ/KEP program in two memoranda. The memoranda, dated 3 July and 23 August, state that the NIOs will provide "an Initial Review

leading to a brief report on each KIQ." The Director specified that these brief reports will provide the NIO's assessment of the community's collection and production strategy for each KIQ, identify the agencies working on the KIQ, and make appropriate recommendations for improvement in the strategy.

The NIOs shortly will present the ICS with 70 individual KIQ "production and collection strategies". Since intelligence resources are managed on a program basis, and assuming that the strategies (1) are uniform in their approach and structure; and (2) that they are sufficiently specific in identifying product and data needs to allow the aggregation and analysis desired by the Director, individual strategies must be aggregated and examined in terms of the programs which comprise the NFIP. Such an aggregation and analysis is the only way to define the scope and content of each program's KIQ effort; to facilitate an appreciation of the planned distribution of program effort among the KIQs implied by the production and collection commitments; and to provide a basis for judging the appropriateness and balance of the Community's total KIQ production and collection efforts.

In the IC Staff's review of the 70 production and collection strategies, PRD should aggregate and analyze KIQ production strategies. CPAD should carry out similar activities with respect to collection strategies. MPRRD should then integrate these two analyses, producing a FY-75 KIQ Baseline Report for USIB; and identifying appropriate issues for USIB/IRAC consideration.

The KEP Baseline Report would then present community collection and production strategies for the KIQs, identify the tasks and indicate which agencies have accepted an obligation to work on the KIQs (and, where appropriate, where they will modify their on-going programs or undertake new efforts) in accordance with those strategies, and identify the distribution of KIQ-related effort throughout the community. In so doing, baseline aggregate analysis will provide the basis for evaluating community performance at the end of the year.

Periodic Reports

Addressing the problem caused by dipping into the work of the community only once a year, which you were quick to

see, CPAD and PRD could provide monthly, or periodic, reports on community KIQ production and collection performance for the NIOs, Program Managers and Community action agencies. A six-month "Interim KIQ/KEP Status Report" should be provided by MPRRD. This approach would provide an extremely valuable accumulated evaluation for use by the NIOs and the ICS at the end of the performance period that would otherwise not be available.

Performance Review

The Director's 23 August memorandum also described the main elements of the FY 1975 KIQ Performance Report. "At the end of the fiscal year, i.e., June 1975, the NIOs will submit a short, final report on each FY 1975 KIQ evaluating the performance of the individual member agencies on each question." Further, the Director put Program Managers on notice that they "will be expected to provide their own assessment of their programs' contribution to each KIQ, along with an estimate of the cost of that contribution." This will result in 70 reports from each of the Program Managers which evaluate how well they did against their obligations, the contribution their program made, and the cost of those contributions.

The IC Staff "organizational strategy" previously described for the baseline analysis should also be followed for developing the KEP performance evaluation report. The final "FY 1975 Community Performance Report", to be produced by MPRRD, will reflect Program Manager and NIO performance assessments, the conclusions reached in the production and collection performance assessments made by PRD and CPAD, and an examination of the Community KIQ expenditures. The final report would be distributed to USIB and serve as an input to the NFIBR, the DCI's Annual Report to the President, and as a means of measuring the degree of fulfillment of the DCI's Community Objectives.

The following points must be considered in designing the FY 1975 KEP Performance Guidance and Instructions.

The process must be "simple, arbitrary and subjective". The data required must be reasonably obtainable with a minimum level of staff

work being required to provide reasonable accuracy in data. The procedure must avoid the trappings of a large, bureaucratic exercise.

The NIOs will conduct "initial reviews", provide "brief reports"; prepare optimized collection and production strategies and carry out performance evaluations for each KIQ.

The approach and structure of KIQ strategies and performance evaluations must be clearly defined (and understood) prior to finalizing strategies and assessing Community production and collection performance efforts.

The IC Staff will be responsible for managing the process. The Staff, and the USIB Collection Committees, acting for the NIOs, will be the mechanism to solicit KIQ collection and production commitments from Program Managers. PRD and CPAD will review production and collection strategies; assess production and collection data; and monitor community performance. MPRRD will design and implement the KEP process, including aggregate analysis; prepare consolidated baseline and final performance evaluation reports; and identify resource issues for USIB/IRAC consideration.

The Program Managers will make explicit KIQ action commitments, provide cost data, and program contribution assessments.

Proposed sequence of events for the FY 75 KEP.

- a. ICS receives NIO KIQ Reports and Strategies.
- b. Reports forwarded to MPRRD, and thence to PRD and CPAD with instructions for review and preparation of aggregate reports:

"Community FY 1975 KIQ Production Strategy" and

"Community FY 1975 KIQ Collection Strategy"

These two reports will be forwarded to MPRRD, where an overall FY 1975 KIQ Baseline Report will be produced and disseminated.

- c. Monthly reports on Community KIQ production and collection performance will be provided by PRD and CPAD to MPRRD. A six-month "Interim KIQ/KEP Status Report" will be prepared by MPRRD.
- d. At the end of the fiscal year the NIOs will produce final reports evaluating the community performance on each FY 75 KIQ; i.e., what did we learn, what was the quality of production, and was collection adequate. The same procedure in the IC Staff will be followed as outlined in step b, above, resulting in two aggregate reports:

"FY 1975 KIQ Production Performance" and

"FY 1975 KIQ Collection Performance"

A final report "FY 1975 KIQ Community Performance" will be produced and disseminated by MPRRD.

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APPENDIX A

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